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**ORGANIZATION, TRAINING, AND MOBILIZATION OF  
VOLUNTEERS UNDER THE ACT OF  
APRIL 25, 1914**

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**PREPARED BY THE WAR COLLEGE DIVISION, GENERAL STAFF CORPS  
AS A SUPPLEMENT TO THE STATEMENT OF A PROPER MILITARY  
POLICY FOR THE UNITED STATES**

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# SYNOPSIS.

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## ORGANIZATION, TRAINING, AND MOBILIZATION OF VOLUNTEERS UNDER THE ACT OF APRIL 25, 1914.

### I. INTRODUCTION.

Under existing laws and under conditions contemporaneous therewith it has heretofore been assumed that in the event of a war with a first-class power the United States would require not less than half a million men for the first line, behind which could be prepared the greater army of citizen soldiers, upon whom our main reliance for national defense is traditionally placed.

According to the recommendations of the War College Division of the General Staff, the first line should now consist of half a million *fully trained* troops, composed of the Regular Army and the reserve, which has been trained by service in the Regular Army, supported by an additional force of fully half a million citizen soldiers, "prepared to take the field immediately on the outbreak of war," who "should have had sufficient previous military training to enable them to meet a trained enemy within three months."

At the present time the Regular Army at home could perhaps be expanded to about 100,000 men by the addition of a large proportion of recruits, and there would still be required for our first line about 400,000 citizen soldiers. This combined force would be insufficiently trained.

✓ The existing Organized Militia, if expanded to war strength, would furnish some 280,000 men; but, as explained later, these will not be available for all national purposes. To insure the entire control by the Federal Government over the required additional forces and the employment of such forces wherever the interests of the Nation may require, they must be enrolled as Federal troops, either as Regulars or as Volunteers.

✓ The War Department, in Circular No. 19, Division of Militia Affairs, December 29, 1914, has published tables showing the tentative assignment of existing and proposed units of Organized Militia to complete the organization of four field armies, which, with recruit-depot troops, headquarters detachments, trains, etc., would aggregate about 400,000 men. Accordingly the first call for volunteers would be for that number, and later calls would be made as circumstances might warrant. The manner of raising volunteers under a later call would be in all respects similar to that followed in raising of new units under the first call.



The volunteer law is contained in the act of April 25, 1914, and provides for the raising of such forces in time of actual or threatened war. The law should be so amended as to provide for raising and partially training a force of half a million citizens in time of peace and before war is actual or threatened.

## II. RELATION OF THE ORGANIZED MILITIA TO THE VOLUNTEERS.

The difficulties attendant upon the raising of volunteer forces can be appreciated only by considering the relation which the Organized Militia bears to such forces. The militia law is contained in the act of January 21, 1903, as amended by the acts of May 27, 1908, and of April 21, 1910. Section 5 provides "that whenever the President calls forth the Organized Militia \* \* \* to be employed in the service of the United States, the militia so called shall continue to serve \* \* \* either *within or without* the territory of the United States."

The Attorney General, in a decision of February 17, 1912, states that the Constitution "affords no warrant for the use of the militia by the General Government except to suppress insurrection, repel invasions, or to execute the laws of the Union; but by its careful enumeration of the three occasions or purposes for which the militia may be used forbids such use for any other purpose."

Hence the Organized Militia, though called and mustered into the service of the United States, can be employed only for the purposes stated above. It can not, therefore, become in all respects a national force, available for all purposes for which an army may properly be employed.

Section 5 also provides:

*Provided further*, That when the military needs of the Federal Government arising from the necessity to execute the laws of the Union, suppress insurrection, or repel invasion can not be met by the Regular forces, the Organized Militia shall be called into the service of the United States *in advance of* any volunteer force which it may be determined to raise.

In any war in which we are likely to become engaged the military needs of the Federal Government can not be met by the Regular forces, and it will be necessary that the militia be called out.

The governor is the commander in chief of the militia of his State. Circumstances might arise which would apparently justify him in failing to cooperate and give effect to the call. Or, if neither he nor the people of his State were in full sympathy with the objects of the war, he might, in anticipation of the call, discharge any or all of the militia, thus nullifying the call as far as that State is concerned. It is but a few months since that a governor exercised his prerogative and mustered out the entire State Militia.

Individuals of the militia who refuse or neglect to respond to the call of the President are subject to trial by court-martial and to such punishment as the court-martial may direct. It is probable that many would find that they were unable to leave their homes, for reasons that might seem to them sufficient, and it would hardly be practicable to spare from other and more important duty the number of officers that would be required for this court-martial duty alone. Careful consideration leads to the conclusion that attempts to force such unwilling service will generally be barren of result.

Section 3 of the volunteer law provides:

*Provided further*, That when three-fourths of the prescribed minimum enlisted strength of any company, troop, or battery, or when three-fourths of the prescribed minimum enlisted strength of each company, troop, or battery comprised in any battalion or regiment of the organized land militia of any State, Territory, or the District of Columbia, organized as prescribed by law and War Department regulations, shall volunteer and be accepted for service in the Volunteer Army as such company, troop, battery, battalion, or regiment, such organization may be received into the volunteer forces *in advance* of other organizations of the same arm or class from the same State, Territory, or district, and the officers in the organized land-militia service with such organization may then, within the limits prescribed by law, be appointed by the President, by and with the advice and consent of the Senate, as officers of corresponding grades in the Volunteer Army and be assigned to the same grades in the said organization or elsewhere as the President may direct.

Under this authority, it would be possible for 49 men, three-fourths of the prescribed minimum strength, of a militia company of Infantry, with little or no training, to volunteer and bring into the volunteer service with them their three officers in advance of 150 men, who have perhaps had service either in the Regulars or Volunteers, and who are ready to be mustered into the volunteer service as a company of Infantry. It remains to be judicially determined whether such organizations *must* be received, and whether such officers *must* be appointed.

In the last proviso of section 3 of the volunteer law, Congress has apparently anticipated that not all the organizations of land militia called into the Federal service would volunteer; and that it may be desirable in raising volunteers to depart from the present proportions of the various arms or classes in the militia.

*Provided further*, That when the raising of a volunteer force shall have been authorized by Congress, and after the organized land militia of any arm or class shall have been called into the military service of the United States, volunteers of that particular arm or class may be raised and accepted into said service in accordance with the terms of this act, regardless of the extent to which other arms or classes of said militia shall have been called into said service.

It will be noted, however, that this provision becomes effective only during the existence or imminence of war.

From what precedes, it follows that not even an approximate estimate can be made of the number of officers and men of the Organized Militia who will respond to the call of the President; nor, having responded, of the number of organizations that will volunteer and be accepted for service in the Volunteer Army. The transfer from the status of militia to that of volunteer must be a voluntary act; and it can be accomplished only during the existence or imminence of war, and after Congress shall have authorized the raising of a volunteer force. A promise, made in time of peace, to volunteer in the event of war, can not be legally binding, and should therefore be neither given nor accepted.

It is evident that no definite plans can be made in time of peace for the actual employment in war of any individual or organization of the Organized Militia, either as militia or as volunteer. In such plans as have been made, however, it has been assumed that all will respond to the call as militia and that all militia organizations will volunteer and be accepted for service in the Volunteers.

### III. ORGANIZATION OF VOLUNTEERS.

#### 1. PROCLAMATIONS.

Volunteer forces may be raised, organized, and maintained only during the existence or imminence of war, and only after Congress shall have authorized the President to raise such forces. Congress could, however, by legislative enactment, authorize the President to raise such forces in time of peace.

When so authorized the President will issue his proclamation, stating the number of men desired for each arm, corps, or department, within such limits as may be fixed by law. It is probable that the proclamation will also recite the causes that make the call necessary and will state that the enlisted men shall be taken, as far as practicable, from the several States, Territories, and the District of Columbia in proportion to the respective populations thereof.

The volunteer law provides that at the termination of the war, or upon the passing of the imminence thereof, the President will issue a proclamation reciting that fact, and as soon as practicable thereafter all officers and enlisted men of Volunteers will be mustered out of such service.

Following the call of the President for volunteers, the Secretary of War notifies the governors, etc., as in a call for militia, informing them of the quota for their respective States, the existing militia organizations that will be received into the Volunteers, the new organizations that it is desired to raise, and the maximum and minimum strength of organizations.

It will obviously be impracticable to apportion volunteers exactly according to population if all the militia volunteer, for many of the smaller States have organizations which, if brought to war strength, would exceed their quota under a call for 400,000 men. The law requires such apportionment to be made "as far as practicable" according to population. If the quota be exceeded in any State, such excess would be adjusted in a later call.

## 2. TERM OF ENLISTMENT, ETC.

The term of enlistment will be the same as that for the Regular Army, exclusive of reserve periods.

No person will be enlisted in the volunteer forces or mustered as an enlisted man into said forces who is not effective and able-bodied, or who is under 18 or over 35 years of age, or who is unable to speak the English language; except that the superior age limit of 35 years is not applicable to those members of the enlisted personnel of a company, troop, battery, battalion, or regiment of duly Organized Land Militia who volunteer and are accepted as a part of the organization to which they belong, if said organization be accepted as such for service in the volunteer forces, nor is it applicable to the reenlistment in the volunteer forces or the muster into said forces of a man who has had prior enlisted service either in the regular or volunteer forces of the United States.

A minor between the ages of 18 and 21 years must deliver to the mustering officer a written consent to his enlistment as a soldier in the volunteer army of the United States, signed by his father, only surviving parent, or legally appointed guardian, in the presence of at least one witness.

## 3. PAY, ALLOWANCES, AND PENSIONS.

All officers and enlisted men of the volunteer forces will be in all respects on the same footing as to pay, allowances, and pensions as officers and enlisted men of corresponding grades in the Regular Army.

## 4. REPORTS, RETURNS, ETC.

The same rules are provided for the rendering and final disposition of reports, returns, and muster rolls of volunteer organizations as now govern in the Regular Army.

## 5. LAWS, ORDERS, AND REGULATIONS.

The volunteer forces are subject to the laws, orders, and regulations governing the Regular Army, in so far as such laws, orders, and regulations are applicable to officers and enlisted men whose perma-

ment retention in the military service, either on the active or retired list, is not contemplated by existing law.

And no distinction shall be made between the Regular Army, the Organized Militia while in the service of the United States, and the volunteers in respect to promotion or the conferring upon officers and enlisted men of brevet rank, medals of honor, certificates of merit, or other rewards for distinguished service; nor in respect to the eligibility of any officer of the land forces, regular, militia, or volunteer, for service on any court-martial, court of inquiry, or military commission.

## 6. ORGANIZATION OF UNITS.

The organization of all mobile units of the line and of Signal troops will be the same as that prescribed by law and regulations for the Regular Army, including the same attached personnel of the Medical Department; that of all other units and of necessary adjuncts, whose organization is not otherwise provided for, will be as the President may direct.

The President may organize the land forces into brigades, divisions, and such higher units as he may deem necessary, and he may prescribe the composition of units higher than a regiment. The organization of brigades and divisions shown in the tables in Circular 19, Division of Militia Affairs, 1914, has been decided upon for the Organized Militia; and in case all the militia shall volunteer, the same organization will be used for the Volunteers.

He is authorized to provide, within such limits as may be prescribed by law, all officers and enlisted men of all grades and classes and the trained nurses, male and female, that may be necessary in the various arms, corps, and departments.

## 7. STRENGTH OF ORGANIZATIONS.

No organization will be accepted that is below the minimum prescribed by the President for the Organized Militia in time of peace, nor above the maximum prescribed by law for the Regular Army. For a company of Infantry these limits will be 65 and 150 men, respectively.

Exception is made, however, as has already been indicated, in favor of existing militia organizations, which may be accepted with only three-fourths of the minimum, or 49 men, for a company of Infantry; and the War Department has decided that the sanitary personnel attached to battalions and regiments of the Organized Militia, and organized as provided in the Tables of Organization, are to be regarded, for the purposes of transfer to the Volunteers, as a part of such battalions or regiments.

It has also been decided by the War Department that any existing organization of militia which desires to volunteer in another arm of the service will be accepted in that arm, with not less than three-fourths of the minimum prescribed strength thereof, and in advance of any other Volunteers of the same arm or class from the same State, Territory, or District.

### **8. RECRUITING RENDEZVOUS AND DEPOTS.**

With a view to recruiting and maintaining all organizations of the land forces as near their prescribed strength as practicable, the necessary rendezvous and depots will be established by the Secretary of War and will be directly controlled by him. Here the recruits will be enlisted and trained. For the purposes of instruction and discipline, the troops at the recruit depots may be organized into companies and battalions, at the discretion of the Secretary of War. The noncommissioned officers and privates will be of such grades and numbers as the President may prescribe.

It is apparent that the recruits at the rendezvous and depots are intended to form a reserve battalion for each regiment or equivalent thereof of Regulars and Volunteers only; for the act also provides that in order to maintain the land militia organizations at their maximum strength the recruit rendezvous and depots in any State or Territory may, at the request of the governor thereof, enlist and train recruits for land militia in the service of the United States from such State or Territory.

All the officers required for such recruit rendezvous and depots will be Volunteers of the proper arm of the service.

## **IV. APPOINTMENT OF VOLUNTEER OFFICERS.**

### **9. POWER OF APPOINTMENT.**

All volunteer officers are appointed by the President, but the number and grade of such officers shall not exceed the number and grade of like officers provided for a like force of the Regular Army, and they will be subject to such assignment to duty and transfers as the President may direct.

The second proviso of section 5 of the volunteer law provides that no officer above the grade of colonel shall be appointed under the act. In the event of war Congress would probably be requested to repeal this proviso; otherwise, it would be necessary to invoke the volunteer law of 1898 for the appointment of general officers; and that law provided for no grade above that of major general.

### 10. FIELDS OF SELECTION.

The President may select the officers from the following classes:

(a) The Regular Army. But not to exceed one regular officer may at the same time hold a volunteer commission in any battalion of field artillery, engineer or signal troops; and not to exceed four in any regiment of infantry, cavalry, or field artillery, nor in any 12 companies of Coast Artillery, including their field and staff. The War Department has decided that the best interests of the Government require that advantage be taken of this proviso, as far as practicable.

(b) Those duly qualified and registered pursuant to section 23 of the militia law.

(c) The country at large.

(d) The Organized Land Militia of the District of Columbia.

(e) The Organized Land Militia of the several States and Territories, upon recommendation of the governors thereof; taking them as far as practicable according to population and from the localities whence the troops are recruited.

### 11. RECOMMENDATIONS OF GOVERNORS.

(a) Governors may recommend, for appointment by the President, officers of existing organizations of the Organized Militia volunteering with their respective organizations, who are qualified for such service, under regulations established by the War Department.

(b) Governors will also advise the War Department of the number and grades of vacancies in their Organized Militia volunteering, which they desire filled by detail from the Regular Army.

### 12. GENERAL CONSIDERATIONS.

In order that the lives of those patriotic citizens who may volunteer for service may be safeguarded and conserved and not risked under persons lacking in experience in the care of soldiers in camp and in battle, the War Department has decided and announced that the appointment to volunteer commissions will be made from those classes of our citizens who have had such experience; and that from those classes the selections will be made in the following order, viz:

(a) Persons who have had experience as commissioned officers in the Regular Army of the United States and ex-officers of volunteers of proved experience and efficiency.

(b) Noncommissioned officers of experience in the Regular Army.

(c) Persons who have had experience as commissioned officers in the militia.

(d) Persons who have qualified according to law under prescribed examinations to test their fitness to command and control men in the field.

(e) Graduates of educational institutions of military standing to which Regular Army officers are detailed as professors of military science under the law.

(f) Should the necessary number of volunteer officers required not be furnished from the above classes, the War Department will give civilians lacking in actual military experience an opportunity to appear for examination to test their fitness for commissions, before boards which the War Department proposes to create in the several States.

### 13. APPOINTMENT OF LINE OFFICERS, ASSIGNMENT TO DUTY, AND TRANSFERS.

All officers of the line below the grade of brigadier general will be commissioned in an arm of the service and not in any particular regiment or other organization. Officers of each arm may be assigned to or transferred from organizations in that arm as the interests of the service may require by orders from the Secretary of War. Promotion will be lineal in the arm of the service and not regimental as in volunteer forces heretofore raised.

### 14. APPOINTMENT OF STAFF OFFICERS.

The President is authorized to appoint such number of staff officers, of grades authorized by law for the Regular Army, as he may find necessary for the various staff corps or departments.

But their number, including those of Organized Militia called into the service of the United States, shall not exceed 1 officer for each 200 enlisted men of the combined militia and volunteer forces in the service of the United States. And in any staff corps or department the number of staff officers in any grade shall not exceed the proportionate authorized strength of regular officers of corresponding grade in that corps or department of the Regular Army.

This provision for staff officers is inadequate. No special provision is made for General Staff officers, the necessary number of whom will be detailed as in the Regular Army. The Medical Corps alone would require approximately 1.1 officers for each 200 enlisted men. The full quota of the other staff corps and departments, including the General Staff Corps, will be needed at once, while the maximum of medical personnel will not be needed until actual hostilities and campaigning are well under way.

Certain extra officers should be assigned to certain staff corps or departments, to be available for detail to the General Staff; other-



wise they must be detailed from the line, whose officers can not be spared from their exacting duties. The General Staff officers should be of the grade of captain and higher, according to the duties to be performed. When, however, volunteer-staff appointments to the higher grades are made in the Engineers, Signal Corps, or Ordnance Department, in which there are many officers of lower grades, there must also be appointed the proportionate number of officers of the lower grades, for some of whom there are no duties laid down in the Tables of Organization.

A scheme of assignment of volunteer staff officers has been prepared by the War Department, in which all staff corps and departments are fully provided for, except the Medical Department, and in the event of War Congress would be requested to supply the deficiency in medical personnel.

#### 15. APPOINTMENT OF CHAPLAINS.

Chaplains may be appointed at the rate of not to exceed one for each regiment of volunteer infantry, cavalry, or field artillery and for each 12 companies of coast artillery that are raised.

#### 16. SPECIAL PROVISION REGARDING MEDICAL OFFICERS.

It is provided that medical officers of Volunteers detailed as consulting surgeons shall not exercise command over hospitals to which they may be assigned to duty, except that by virtue of their commissions they may command all enlisted men; and it is required that no officer shall be detailed for duty as a medical inspector, except he be experienced in military sanitation.

#### 17. APPOINTMENT OF OFFICERS FOR RECRUIT RENDEZVOUS AND DEPOTS.

To provide the necessary officers for the recruit rendezvous and depots that may be established by the Secretary of War and directly controlled by him, the President is authorized to appoint officers of Volunteers of the proper arm of the service of number and grade not exceeding for each organized regiment or its equivalent 1 major, 4 captains, 5 first lieutenants, and 5 second lieutenants.

#### 18. APPOINTMENT OF OFFICERS FOR A RECRUITING SYSTEM.

To organize a recruiting system, after Congress shall have authorized the raising of volunteer forces, the President is authorized to employ retired officers, noncommissioned officers, and privates of the Regular Army, either with their rank on the retired list or, in the case of enlisted men, with increased commissioned rank; or he may appoint and employ retired officers below the grade of colonel,

with increased volunteer rank of not to exceed one grade in the case of an officer and not above that of first lieutenant in the case of retired enlisted men. Such officers and enlisted men so employed shall not be eligible for transfer to the field units. When such employment ceases they will be mustered out, and they revert to their retired status.

#### **19. TEMPORARY APPOINTMENTS AND PROMOTIONS OF REGULAR OFFICERS.**

Regular officers appointed to and accepting higher volunteer commissions do not thereby vacate their regular commissions nor prejudice their lineal or relative standing in the Regular Army, but in grades not above that of colonel they create thereby temporary vacancies which will be filled by temporary promotions or appointments from the next lower grade or by details under sections 26 and 27, act of February 2, 1901.

Such temporary appointments or promotions will be for a term that will not extend beyond the termination of the war or the passing of the imminence thereof, as indicated in the proclamation of the President; and upon the expiration of such term all officers will be discharged from such temporary appointments or promotions and will revert to their lineal or relative standing under their permanent commissions.

#### **V. TRAINING OF VOLUNTEERS.**

The training of volunteer troops must begin without delay after their induction into the service. No time must be lost. It should begin at the company rendezvous, without waiting for complete mobilization.

Under our traditional policy of relying principally for national defense upon citizen soldiers, the larger part of our land forces will not be fully trained at the outbreak of war. It is more than probable that we shall have to employ some of them with little or no training as soon as they can be assembled in suitable units.

The amount and character of the training will at first be directly proportional to the time consumed, provided a rational scheme be followed. How much time will be available it is impossible to predict. It is reasonable to assume, however, that in the event of a war with an over-sea enemy it will be the time required for our enemy to establish at least a partial control of the sea sufficient to open the way for landing of expeditionary forces.

We may consider ourselves extremely fortunate if we are allowed for training three months from the date of declaration or imminence of war before our new troops will be required to take up the more

serious work of actual fighting. In all probability the time will be less than three months. Under present laws our first volunteers must be a part of our first line of defense, and no volunteers may be raised until war is actual or imminent, and until Congress shall have authorized such action.

The existing militia organizations will have had some training, but as the authority of training the militia is reserved by the Constitution to the States, respectively, there will always be a lack of uniformity in training, both in character and amount. To secure participation in the appropriations made by Congress for the support of the militia it is required that the militia shall assemble for drill, instruction, and target practice 24 times, and shall have five days of practice marches or camps of instruction each year. Assuming  $1\frac{1}{2}$  hours as the drill period, 36 hours, or the equivalent of 6 training days, will be used for drills, etc., and 5 days for practice marches or camp—11 days in all per year, 33 days in an enlistment period of 3 years. If there be a full attendance at all exercises, the average man will have had  $1\frac{1}{2}$  years' service and about one-half of this training, or about 17 days. When it is remembered that the organizations should be brought to war strength by adding to each company of infantry from 85 to 101 recruits (an addition of from 130 to 206 per cent to the strength thereof), it may be said that the militia will be practically untrained, and that the same procedure must be followed with them as with the new volunteers.

Our most recent experience in raising volunteers was in 1899, when 24 United States Volunteer regiments of Infantry were raised for service in the Philippine Islands. The reports of the colonels of those regiments show that before proceeding to the Philippine Islands the regiments averaged training periods of about seven weeks. Although these regiments strongly impressed officers who had the opportunity to observe their fine organization and splendid material, it would be unsafe to take that period as a standard for future training of volunteers; for it must be borne in mind that, those regiments not being called upon to face trained troops under trained officers, their training and discipline were never put to a test sufficiently severe to base thereon definite conclusions. Furthermore, although there could be little opportunity for real training on transports while en route, there was necessarily much time on the voyage that could be and was utilized in certain classes of instruction that had been postponed purposely, and there was much opportunity for the development of the forces of discipline and cohesion. The period of instruction and training, from the beginning to the time the regiments were put into the firing line, was approximately three months.

Another consideration bearing upon the length of time that these regiments were actually in training is the splendid material that was available. Every regiment was commanded by a regular officer, and practically all the field officers were Regulars. The remaining commissioned and enlisted personnel comprised the pick of ex-Regulars and of some 250,000 ex-Volunteers from the War with Spain, who had had about a year of training in addition to any prior military service.

The present war in Europe will in time furnish valuable data on the subject of the time required and the best methods to be pursued in the training of new troops. Such information regarding the new armies of Great Britain will be particularly valuable to us, as their troops, like our own, serve under voluntary enlistment. It is significant, however, that the policy of the war office has been to refrain from sending new troops to the Continent for service in the first line until they have had a minimum of six months' training; and the scarcity of trained officers and noncommissioned officers has necessarily had its effect upon the character of the training given.

It goes without saying that the more the men know about the art of war the better. Time will not, however, be available to teach them everything, even if they were capable of absorbing it. Careful distinction must be made between those things which it is *essential* that every soldier should know and those things which it is *desirable* that he should know. Every effort should be made and all available time devoted at first to teaching the essentials, while later, if time be available, the instruction and training may be extended in other directions.

Imperfectly trained troops must pay with their lives for their own mistakes and for those of imperfect leadership. The more efficient the leadership the better will be the training, and the better the training the fewer will be the mistakes, and the less will be the ultimate cost of any results sought to be obtained by the war.

Any system of training, however good in itself, will fail to bring the desired results unless there are available a sufficient number of trained instructors, officers, and noncommissioned officers. The blind can not lead the blind. A partial appreciation of the difficulties likely to be encountered will follow from a consideration of the number of trained officers that will be available for this most important work of all. For the four field armies proposed under Circular 19, Division of Militia Affairs, 1914, there will be required approximately 11,200 officers of the mobile arms, upon which the brunt of the fighting will fall. There are about 2,900 officers of those arms now authorized for the Regular Army, and of these at least one-fourth will be on foreign service, not available for service at home.

Many Regular officers will be selected for the higher commands, both in the line and in the staff, with increased volunteer rank.

It is apparent, therefore, that for the training of our regular mobile forces at home and of our 400,000 volunteers, requiring more than 11,000 officers, probably less than one-fifth will be fully trained officers. The efficiency of the Regular troops must be conserved, and to that end care must be exercised that not too many of their officers be selected for duty with the Volunteers.

The indicated shortage in trained officers will exist in approximately the same degree in trained noncommissioned officers. If our existing laws could be so amended as to provide one-half million trained men for our first line and an equal number of partially trained men for the second line, such action would result in a longer period of training for our volunteers, and the proportion of trained leaders, officers and noncommissioned officers, available for their training would be vastly increased.

Until we know how much time we have, which is the same as saying until the emergency arises, we can not establish a definite system of training that would meet all requirements. But there have been prepared and are available well-digested systems of intensive training for new troops, extending over periods of 10 weeks and more, and covering only the essential things that all soldiers must be taught. It is not the intention to publish any of these systems at the present time, but they will be kept up to date and published when needed.

## VI. MOBILIZATION OF VOLUNTEERS.

The mobilization points or camps are indicated for each State in the tables contained in Circular 19, Division of Militia Affairs, 1914, referred to above. These points have been selected by the State authorities, with the approval of the War Department, and are intended primarily for the mobile organizations of the Organized Militia, but as these may be received into the volunteer service the mobilization points will be available for both militia and volunteers under the first call and for other volunteers under a later call.

Mobile organizations will be assembled at the State camps; but it may happen that under extreme emergency organizations will be sent directly from their company rendezvous to certain other designated points, where their mobilization will be completed. Organizations belonging to the Coast Artillery reserves will be sent directly from their company rendezvous to coast-defense commands to which they may be assigned, and will there complete their mobilization.

Plans have been prepared for temporary buildings, or cantonments, at the mobilization camps so that all personnel and animals may be suitably sheltered. The buildings will be constructed as funds be-

come available, and suitable arrangements will be made for terminal facilities, lighting, water supply, sanitation, etc., so that the camps may be ready to receive troops when necessary.

For mobilization in winter, if the cantonments have not been constructed, use will be made of armories or other suitable buildings.

Under the militia law, when the military needs of the country arising from the necessity to execute the laws of the Union, suppress insurrection, or repel invasion, can not be met by the regular forces, the militia must be called out in advance of any volunteers; and as in the event of war this condition would generally obtain, two calls will be necessary, one for the militia and one for the volunteers. It is not contemplated, however, that there shall be two musters.

When the call for the Organized Militia is issued, the orders requisite to give effect to the call must be issued through the governors of States. Department commanders will have charge, under general directions from the War Department, of all matters pertaining to the mobilization of troops in their respective departments. From the date that mobilization of the Organized Militia is ordered all officers on militia or college duty in a State affected by the call will be under the orders of the commander of the department in which they may be serving.

The details of the mobilization of volunteers will be generally the same as those now prescribed in the rules and regulations laid down for the mobilization of the Organized Militia, particularly under the first call for volunteers. It is only in the formation of such new volunteer units as may be desired that any considerable departure from those rules and regulations will be necessary; and such departure results from the fact that no State official not in the military service of the United States may induct persons into such service.

While, as stated, the mobilization, both of militia and of volunteers, will be under charge of department commanders, the services of State authorities should be utilized as far as practicable in the many details prior to the actual induction of volunteers into the service of the United States, where there is no interference with the control vested in department commanders.

It is especially desirable that the existing militia organizations shall, when received into the volunteer service, comprise the best possible personnel. Prior to their muster into the service of the United States the militia is under State control, and the War Department has announced that governors will be requested to eliminate all undesirables, the inefficient, and the physically unfit, and to proceed with the recruitment of organizations to the maximum strength.

Following the call for militia the organizations thereof will assemble at their company rendezvous, and a canvass will be made to determine what individuals desire to volunteer. The undesirables,

the inefficient, and the physically unfit will be discharged from the State service by the governors. Individuals and organizations, otherwise eligible but not desiring to volunteer, may still be held to Federal service as militia, subject to the constitutional limitations regarding such service.

Recruiting will proceed as rapidly as possible. Prior to the muster in of the militia recruiting is a State function and is governed by State laws. In some States the regimental and company commanders are designated as recruiting officers, being, presumably, most interested in keeping the organizations at the required strength. Upon muster into the Federal service, however, each command will have its own recruiting officer, detailed under Army Regulations; or recourse may be had to the recruit rendezvous and depots established and controlled by the Secretary of War.

Governors will be requested to order to the State mobilization camps, or to such other points as may be necessary, the necessary staff officers of militia. These officers, if not actually included in the call for militia, or received into the volunteer service, may be retained in the State service or discharged, at the discretion of the governor. State medical officers, especially, should be assembled at suitable points and mustered into the Federal service, so that they may, as Federal officers, be available to assist in mustering in the remainder.

The War Department will order to the mobilization camps and to other designated points the necessary mustering officers and medical examiners.

The necessary eliminations having been made, such organizations as meet the requirements of section 3 of the volunteer law will now be ready for muster into the volunteer service. They will be sent to the State camps or other designated points where their muster into the service of the United States will be accomplished under the Regulations for Mustering United States Volunteers. None but those who desire to volunteer will be taken from the company rendezvous.

Officers of accepted militia organizations can be mustered into the volunteer service only when the mustering officers have been notified that they have been appointed by the President. With other volunteer officers, no muster in is necessary, as the acceptance of commission and taking the oath of office mark their entry into the service. All officers, as soon as appointed, should be sent at once to their commands, so that the work of organization and training may be expedited.

Organizations that have not complied with the standard for physical examination prescribed for the Regular Army will be so examined prior to muster in. Those that have complied with that standard will be examined immediately after muster in

State authorities are required to keep on hand at all times, either at the various armories or in suitable storehouses, a sufficient supply of arms, uniforms, and equipment to completely equip for the field the minimum number of men prescribed by the President for each militia organization, so that upon being called into the service any organization will be completely equipped from stores on hand without calling upon the War Department for assistance.

The War Department will inform each governor of the maximum strength to which organizations will be recruited under the call for militia, and the Federal supply departments concerned will at once ship without requisition to the senior mustering officers at the proper State mobilization camps sufficient arms, equipment, and clothing to equip organizations to the war strength ordered.

The State authorities will be responsible for the rationing and transportation of the Organized Militia from the time of arrival at the company rendezvous until arrival at the mobilization camp. Federal funds for this purpose will be placed to the credit of local Federal disbursing officers by the department quartermaster of the proper territorial department as soon as the call is issued.

An expenditure of 75 cents per ration is authorized for each day of actual service prior to arrival at mobilization camps. Thereafter rations in kind will be issued.

All serviceable military property in the hands of the Organized Militia which may be needed for camps or for field service, including wheel transportation, whether it be Federal or State property, if of standard pattern or quality, will be brought to the mobilization camps.

All expense of the mobilization will be paid, or reimbursed in kind, by the United States.

Following the proclamation of the President calling forth the Volunteers, the War Department will communicate to the governors, etc., the quota for each State, etc., the number of existing organizations of Organized Militia that will be received into the volunteer service, and the number of new units that it is desired to raise. They will be requested to assist in the formation of the new units, in so far as they may be competent to render such assistance.

In addition, if it be found necessary or desirable, the War Department may designate in orders the rendezvous of the various new regiments or other organizations, and the territorial limits within which recruiting for each is to be conducted.

The method that has been followed in the past with satisfactory results, is to receive groups of men that desire to enter the Volunteer service as a body. If they are found qualified physically, and are not below the minimum nor above the maximum strength prescribed, the group may be mustered in as a body.



It may, however, be necessary to designate officers to proceed to specially indicated points and raise the new organizations. In this case, individual recruiting will be necessary; and for this purpose the recruiting rendezvous and depots may be charged with making enlistments, such service to be supplemented by the assignment, under Army Regulations, of officers of the new organizations as they become available by appointment.

When officers or recruits arrive at the designated regimental or other rendezvous, they will at once be assigned by the proper commander. Appointment of regimental and battalion staff officers and of noncommissioned officers will be made as authorized in Army Regulations.

As soon as any new organization is reasonably well filled up it will be sent to the proper mobilization camp to receive its equipment and complete its organization and training. As in the case of existing militia organizations, the Federal supply departments will ship, without requisition, either to the designated regimental rendezvous or to the proper mobilization camps, sufficient arms, equipment, and clothing to equip the new organizations at war strength.

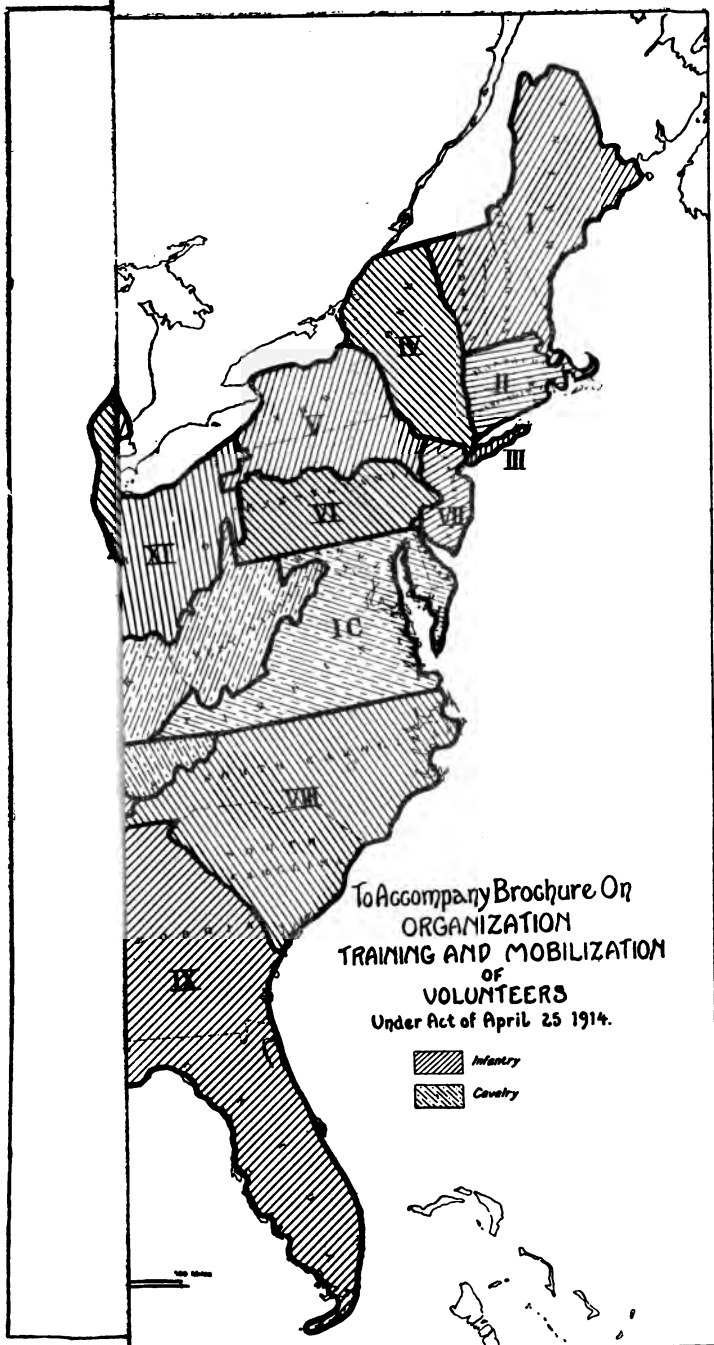
Pay and allowances begin, in the case of militia organizations, from the date of appearance at the company rendezvous; in the case of other Volunteers from the date of muster or of taking the oath of enlistment.

As soon as the mobilization in any State is complete, the volunteer organizations may be assembled with others at suitable concentration camps; and the mobilization camps thus vacated will be available for other Volunteers, new organizations, recruit depot troops, etc.

The time required to mobilize and muster existing militia organizations into the Volunteer service would be but a few days. The time required to recruit such organizations to full strength and to raise new organizations would depend upon the popularity or otherwise of the war, general trade conditions, etc., and can not be readily predicted.

The procedure under a later call for Volunteers would be along the same lines as indicated above, but owing to the absence with the first-line troops, of practically all trained officers and noncommissioned officers, the actual organization, training, and mobilization would be accomplished with confusion and delay, and under the most adverse conditions.

The Division of Militia Affairs has prepared and issued to State authorities Suggestions for Mobilization of Volunteers, covering in greater detail the points indicated above.







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